

ABOUT GROWTH

A QUARTERLY PUBLICATION ABOUT GROWTH MANAGEMENT

SUMMER 2002



Providing financial and technical resources to build livable and sustainable communities

Small city faces housing challenges in update of comprehensive plan

By **Martin L. Snell, AICP**
Planning Manager, City of Camas

Located on the mighty Columbia River in south Clark County, the City of Camas is eagerly charting its future by reviewing and updating the city's comprehensive plan.

Since September 2000, a Citizen Advisory Committee (CAC), representing a broad cross-section of the community, has been working to revise the plan. With professional planning and public involvement assistance from the JD White Company, the revised

comprehensive plan will provide Camas a balance of residential, commercial, and industrial development; parks; open space; and greenways. This balance will retain and enhance the quality of life that defines this community.

Consistent with adopted county-wide planning policies on housing, Camas will be planning for new residential development to occur at an average of six dwelling units per acre with no more than 75 percent to be typical single-family detached houses. The remaining 25 percent of new housing will be a variety of apartments, townhouses, rowhouses, assisted living units, and small lot attached and detached single-family houses. This is the most challenging issue Camas will face during the plan update.

Also challenging will be providing sufficient economic development opportunities

while balancing environmental stewardship and new requirements to include the best available science in critical areas protection.

"These ideals have been instrumental in promoting diverse economic growth, encouraging development of livable, family-oriented neighborhoods, protecting open-space, building parks and other recreational amenities – in short, balancing the nexus between jobs, housing, and recreation," said Mary Kufeldt-Antle, CAC and city council member. "Prioritizing the quality of life for all residents has made Camas a truly unique community."

Since the GMA comprehensive plan adop-

tion in late 1994, Camas has experienced considerable growth in residential and business development. Between 1995 and 2000, Camas' population grew from 8,015 to 11,350 – a 41.6 percent increase. During the same time, a number of corporations,

including Landa (now C-Tech), Furuno USA, and Linear Technology, have built facilities in the city's light industrial/business park district. Most notable of these companies is WaferTech, a semi-conductor manufacturer whose initial investment was the single largest in Washington state's history.

As in the past, Camas is working with Clark County to ensure that the planning and public processes are coordinated and effective. The jurisdictions are working together on capital facilities planning and alternative analyses for



This new planned development offers small-lot housing, consistent with providing variety within communities.

PHOTO / COURTESY OF THE CITY OF CAMAS

Contents

Legislative decisions impact growth management planning	2
Legislature addresses secure community transition facilities again this year	3
State Supreme Court decision on annexation far-reaching	3
Growth management news	3
Clark County uses environmental impact statement to examine comprehensive plan options	4
New economic development law offers opportunity to refine state's growth management plans	5
GMA Update extension tops the list of growth management laws enacted this year	6
Model code workshops	7
Ports promote economic development planning	8

ABOUT GROWTH

Published quarterly by the Washington State Office of Community Development (OCD), Growth Management Services, 906 Columbia St. SW, Olympia, WA 98504-8350.

OCD is part of the state Department of Community, Trade and Economic Development.

Martha Choe, CTED Director

OCD administers the state's Growth Management Act. Its role is to assist and enable local governments to design their own programs to fit local needs and opportunities, consistent with the GMA.

Steve Wells, OCD Assistant Director, Local Government Division

Leonard Bauer, AICP, Managing Director, Growth Management Services

Holly Gadbaw, Planning Review Program Manager

Rita R. Robison, AICP, Editor

About Growth features topics that are of high interest and strives to reflect a wide range of views from various perspectives. The views expressed are those of the authors and not necessarily OCD's opinions or positions.

For comprehensive information about Growth Management: www.oed.wa.gov/growth

OCD is committed to equal employment opportunities and nondiscrimination on the basis of race, color, national origin, gender, marital status, sexual orientation, age, religion, the presence of any sensory, mental or physical disability, or disabled or Vietnam-era veteran status.

Persons or organizations wishing to receive About Growth may do so by notifying this office by phone or at the address shown above. Address corrections are also encouraged and welcomed. Return mailing label to the editor with changes noted.

This publication is available in alternate format upon request. Events sponsored by OCD shall be accessible to persons with disabilities. Accommodations may be arranged with a minimum of ten working days notice to the editor or by calling 360-725-3000.



Printed on Recycled / Recyclable Paper

Legislative decisions impact growth management planning

By **Leonard Bauer, AICP**
Managing Director, Growth Management Services, OCD



Greetings! Since becoming Growth Management Services' managing director, I've traveled to many areas of Washington that I've not seen in a while.

On these visits, I'm reminded of how fortunate we are to live in a state of such natural beauty and with such a diversity of people. It's a privilege to be working to help build communities that are livable and enjoyable for all of us in this beautiful setting. I hope you're finding time this summer to enjoy the natural and human resources of our state!

This summer also is a time many of you are busy responding to the changes that have occurred recently in the world of planning.

Legislative update

The 2002 session of the Washington State Legislature passed a number of laws that affect growth management planning. This issue of *About Growth* includes a summary of those legislative changes and focuses on three of the topics: GMA Update deadlines, secure community transition facilities, and economic development.

SSB 5841 sets out a schedule for each GMA-planning jurisdiction to review and, if necessary, revise its comprehensive plan and development regulations. This schedule provides additional time beyond the previous September 1, 2002, deadline for this important work. Plans and regulations are the primary planning tools of communities – keeping them up-to-date is crucial to ensure they remain appropriate to carry out the visions of their communities.

Growth Management Services' staff has been working to provide technical assistance tools to help communities complete their updates, including:

- A schedule of each jurisdiction's update deadlines.
- Frequently Asked Questions on the GMA Update process.
- Updated technical bulletins and guidebooks on GMA planning topics.

- Two new publications on updating critical areas – *Citations of Recommended Sources for Best Available Science* and *Model Code Recommendations for Critical Area Ordinances*.

See www.oed.wa.gov/growth for these tools. Some are available in hard copy. Call 360-725-3000 for details.

ESSB 6594 amends last year's law requiring local governments to adopt a process for siting secure community transition facilities. (See page 3 for details.) Siting land uses such as these is a difficult challenge. Growth Management Services is working with the Department of Social and Health Services to provide information on these facilities and to distribute grant funding provided by the Legislature to jurisdictions that respond by the July 19, 2002, deadline.

SSHB 2697 adds two new required elements to GMA comprehensive plans – economic development and parks and recreation. Although this requirement has not taken effect because no state funding has been provided, I encourage communities to consider preparing these elements as they complete their updates. Parks and recreation services and economic development are important parts of any community. Our office has guidebooks available to assist in developing these elements.

CTED changes

Another change affects our agency, the Department of Community, Trade and Economic Development (CTED). For the past several years, this agency has operated separately as the Office of Community Development (OCD) and the Office of Trade and Economic Development (OTED) while the Legislature considered proposals to convert the offices into separate state agencies. Because those bills have not passed, the Governor has decided to maintain CTED under one agency director. Growth Management Services remains a part of the community development half of CTED, and our function remains the same – to assist communities in achieving their growth management goals.

Budget challenges

State budget reductions are increasing challenges to state and local government agencies as they carry out their growth management

PLEASE TURN TO PAGE 3

Legislature addresses secure community transition facilities again this year

By Elaine Taylor

Land Use Administrator for Secure Community Transition Facilities,
Washington Department of Social and Health Services

In March 2002 the Legislature amended some of the siting criteria enacted last year and addressed several other issues related to the role of cities and counties in the secure community transition facilities (SCTF) planning and siting process (ESSB 6594 – Chapter 68, Laws of 2002).

To assure that facilities can be sited in a timely manner, ESSB 6594 authorizes the state to preempt and supersede local plans, development regulations, permitting requirements, inspection requirements, and all other laws as necessary to enable the department to site, construct, renovate, occupy, and operate secure community transition facilities. Preemption applies to six counties (Clark, King, Kitsap, Snohomish, Spokane, and Thurston) and the cities within these counties. It only applies to these jurisdictions if they fail to comply by September 1, 2002, with the statutory planning requirements for siting secure community transition facilities.

Other provisions of ESSB 6594:

- The requirement to site facilities in areas in which it is possible to “endeavor to achieve an average law enforcement emergency response time of five minutes” was deleted from the law.
- Cities and counties are provided with immunity from causes of action for civil damages related to the siting of SCTFs.
- Cities and counties and their law enforcement personnel are granted immunity from causes of action for civil damages if law enforcement personnel make reasonable and good faith efforts to respond to emergencies involving SCTF residents.
- Jurisdictions that fail to complete the planning by the deadline are not subject to fiscal sanctions, appeals to the growth management hearings board, or a private cause of action.
- The Department of Social and Health Services (DSHS) and local governments are authorized to contract with each other

for two purposes: (1) to memorialize their agreements on SCTF operating procedures and their respective roles and responsibilities; and (2) to provide resources to mitigate the impact of SCTF (contingent on funds being appropriated).

In June 2001 the state enacted 3ESSB 6151 (Chapter 12, Laws of 2001, E2), which requires counties and cities that are fully planning under the GMA to include a process in their comprehensive plans and development regulations to provide for the siting of SCTFs. Counties and cities not fully planning under GMA are required to also establish a planning process and amend their development regulations, as needed, to provide for siting SCTFs. The law provides specific siting requirements and community safety standards that DSHS and local governments need to follow.

State Supreme Court decision on annexation far-reaching

By Leonard Bauer, AICP

Managing Director, Growth Management Services, OCD

The Washington Supreme Court recently declared the petition method of annexation unconstitutional (*Grant County Fire Protection District No. 5 v. City of Moses Lake; Yakima County Fire Protection District No. 12 v. City of Yakima*, Consolidated Case Nos. 70090-7 and 70499-6, decision filed March 14, 2002).

Growth Management Services provided information to the Governor's Office on the issue and asked that the state intervene in a request for reconsideration. The state has taken this action. Interest groups also are discussing preparing draft legislation on annexation methods for consideration by the Legislature next session.

The immediate effect of this case is the reduction of the number of options for unincorporated territory within urban growth areas (UGAs) to become part of a municipality and receive urban services. However, the work that counties, special purpose districts, and cities throughout the state have done in planning for these UGAs remains. This decision makes it even more important for those cities, counties, and districts with territory inside UGAs to continue to work together and plan for its future transition to urban levels of service.

Growth management news

Want to know about growth management grant activities and other GMA accomplishments? OCD's *Growth Management Services Annual Report – July 1, 2000, to June 30, 2001*, is available to help you.

It includes information on local government grant activities for FY 2001, how many local plan and regulations were submitted to the state in FY 2001, and OCD's Geographic Information System Program. Summaries of the adoption of the best available science and project consistency rules also are included.

To receive a copy, call 360-725-3000 or e-mail athenas@cted.wa.gov.

Legislative decisions impact growth management planning

CONTINUED FROM PAGE 2

responsibilities. At OCD, we have attempted to carry out the budget reductions necessary under the revised state budget with as little effect as possible on the financial assistance provided to local governments.

While buildable lands funding is not available this year, other grant programs administered by Growth Management Services were not affected. You'll notice some changes to the other services we provide, such as saving printing costs by making more publications available on our Web site rather than hard copies. We'll also be exploring partnerships with other organizations to continue providing workshops and other types of assistance. Our first priority is to continue providing quality assistance to local communities.

Clark County uses environmental impact statement to examine comprehensive plan options

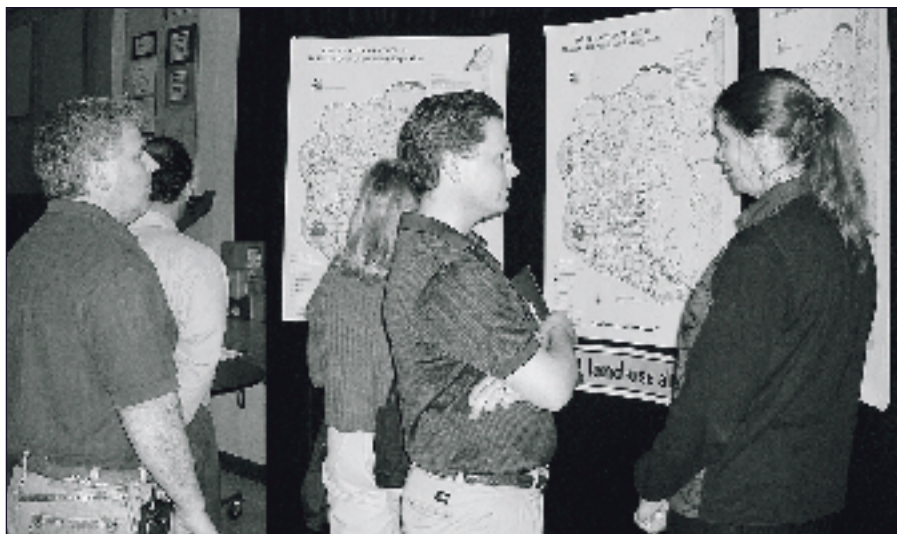
By Patrick Lee
Clark County Long-Range Planning Manager

Clark County is undertaking an environmental impact statement (EIS) to help make decisions on comprehensive plan revisions.

In May 2001 the Board of County Commissioners directed Clark County Community Development staff to address, head-on, the potential need to adjust urban growth areas based on the rapid growth experienced since adoption of the original plan in 1994. The EIS will take a close look at capital facilities planning and endangered species issues in its exploration of land use alternatives.

The direction to prepare an EIS followed an extensive public outreach process. Other policy direction that will be integrated into the preferred alternative includes:

- The comprehensive plan should be designed to accommodate a full 20 years of growth from the date of adoption of the updated plan. The comprehensive plan review is expected to be completed in 2003. Thus, it will be designed to accommodate growth through 2023.
- An annualized population growth rate of 1.5 percent is to be used in updating the plan. The population of Clark County at the end of 2000 was estimated to be 351,000. Using the 1.5 percent growth assumption, the county population in 2023 is calculated to be approximately 486,000, an increase of 135,000 over the 2000 figure.
- The current distribution of county population between portions of the county inside urban growth areas (81 percent of the population) and rural portions of the county outside of urban growth areas (19 percent of the population) is assumed to be maintained. This means that in 2023 a population of 393,660 is anticipated to live inside urban growth areas and a population of 92,340 people is anticipated to live in rural areas of the county.
- Existing urban growth areas will expand, as necessary, to accommodate



Citizens consider updates to Clark County's comprehensive plan.

PHOTO / COURTESY OF CLARK COUNTY

the anticipated 2023 urban population. No major changes in land use in rural areas of the county is anticipated, except as it may be necessary to include existing rural lands into urban growth areas to accommodate the anticipated 2023 urban population.

- The comprehensive plans of Clark County and cities in it should be designed to achieve the following average densities of new residential development:
 - *Vancouver UGA* – eight units per acre.
 - *Camas UGA* – six units per acre.
 - *Washougal UGA* – six units per acre.
 - *Battleground UGA* – six units per acre.
 - *Ridgefield UGA* – six units per acre.
 - *La Center UGA* – four units per acre.
 - *Yacolt UGA* – no density standard due to lack of public sanitary sewer.
- The comprehensive plans of Clark County and the cities within its boundaries (Vancouver, Camas, Washougal, Battleground, Ridgefield, La Center, and Yacolt) should be designed to assure that future residential development is characterized by no more than 75 percent of the units being of one type (detached single-family, attached

single-family, or multifamily structures).

- The comprehensive plans of the county and cities in the county should be designed to facilitate creation of family-wage jobs at a higher rate than occurred in the past.

Small city faces housing challenges in update of comprehensive plan

CONTINUED FROM PAGE 1

State Environmental Policy Act (SEPA) compliance. The county and city have been and will continue collaborating on meaningful public involvement. A series of open houses is scheduled for the summer and early autumn. These events will be one of many vehicles for the community to provide important input on issues ranging from urban growth boundary (UGB) expansions to alternative land uses within existing and potential urban areas.

In the end, Camas will develop a final revised comprehensive plan, complete with land use designations within the existing and proposed UGB that is reflective of a desired and balanced future.

New economic development law offers opportunity to refine state's growth management plans

By Dave McFadden
President, Yakima County Development Association

Economic development and growth management are not oil and water. They can mix, but it takes thoughtful planning to ensure that Washington state achieves balanced growth and preservation. The GMA is Washington's most notable attempt to reconcile our conservation and development goals.

During the waning days of the 2002 legislative session, SSHB 2697 was passed. This bill reemphasizes the importance of economic development and makes it an essential element in GMA comprehensive plan updates, if state funding is provided.

This new law does not mean that jurisdictions planning under GMA must reinvent the wheel. An Economic Development Element can be developed from existing plans and initiatives within the

community. Economic development councils, port districts, tribes, neighborhood groups, citizens, and others can share their vision for the community, and this can serve as a foundation for the comprehensive plan update.

Once this foundation is established, communities may add specifics to their comprehensive plan's Economic Development Element. The following issues can add significant dimensions to existing comprehensive plans:

- Identify an adequate amount of industrial land to support existing and new industries.
- Identify the public and private improvements (for example, utilities and transportation) needed for extensive build out at existing or proposed industrial lands.
- Determine the costs and benefits of redeveloping brownfield sites or existing buildings, especially if new

sites are limited. (Brownfields are lands that have been contaminated by chemicals that need to be cleaned up for redevelopment.)

- Identify and mitigate environmental or social issues that affect development of industrial areas (remembering that too many hurdles suggests that a particular property may not be a conducive site for development).
- Consider ways of creating linkages between chronically disadvantaged or distressed areas to existing or planned employment corridors.

These suggestions do not exhaust the possibilities for creating economic development elements for local comprehensive plans. Economic conditions vary widely across the state, and it takes local imagination to identify appropriate economic development plans.

One example along these lines involves our Economic Development Council's (EDC) partnership with Yakima County. We worked collaboratively to formulate an optional Economic Development Element as part of the county's initial growth management planning efforts. Our EDC was also instrumental in creating a holistic long-term vision for the area. This visioning effort and the document that grew out of it became the foundation for many of the county's GMA elements.

As Yakima County looks at refreshing its comprehensive plan in the years ahead, the EDC, the Greater Yakima Chamber of Commerce, and other groups are already collaborating on a new visioning effort that will support and provide focus for these updates.

Given the fact that the state is grappling with an economic recession, cities and counties should embrace SSHB 2697. It can be used to revitalize communities throughout Washington. This grassroots approach recognizes that we need to create appropriate growth corridors in every community, and this approach can also be beneficial in providing a more constructive focus for balancing growth and preservation.



The growth of the wine industry is one of Yakima County's economic success stories.

OCD PHOTO / RITA R. ROBISON

GMA Update extension tops the list of growth management laws enacted this year

By Growth Management Services' Staff

SB 5841 extends the September 1, 2002, deadline for review of comprehensive plans and development plans for jurisdictions with a full set of requirements under the GMA. The review deadlines also are extended for local governments planning only for resource lands and critical areas.

Counties and cities must complete their updates according to the following schedule to continue to be eligible to receive grants and loans from the Public Works Trust Fund and Centennial Clean Water Fund and to receive preference for

provided. To date, no state funding has been made available. The housing section requires that the plan identify the number of housing units necessary to manage projected growth.

ESSB 6594 allows, under certain circumstances, the siting of secure community transition facilities (SCTF) in certain counties irrespective of local land use and other laws. (See page 3 for further information.)

SHB 1395 permits rural counties planning under the GMA to expand small-scale businesses and/or utilize an existing business site to locate a new, small-scale business. The businesses need to conform

the state Conservation Commission. It requires the commission to manage the program, adopt rules to implement legislative intent, report to the Legislature on the potential funding sources for purchase of agricultural conservation easements, and recommend changes to existing funding authorized by the Legislature. SHB 2758 creates the Agricultural Conservation Easements Account in the state treasury for deposit of program funds and specifies the types and uses of funds in the account.

EHB 2498 extends the industrial land bank pilot program through December 31, 2007, for counties meeting specified criteria (Clark, Whatcom, Lewis, Grant, Clallam, Benton, Columbia, Franklin, Garfield, Mason, Jefferson, and Walla Walla). It requires counties to review the need for an industrial land bank during the review and evaluation of comprehensive plans as required by the GMA.

ESHB 2506 creates a task force on green building to study city and county green building programs and low-impact development codes. It includes one representative of OCD on the ten-member task force.

HB 2526 exempts reductions of city limits and disincorporations from compliance with SEPA.

SHB 2557 allows metropolitan park districts to be formed by cities, counties, combinations of cities or counties, and combinations of cities and counties. It provides additional methods for electing metropolitan park district commissioners. SHB 2557 limits boundary review board authority to review metropolitan park district creations or annexations under certain circumstances.

SHB 2592 revises the community revitalization financing program by: (1) clarifying that a fire protection district must agree to participate in order for local government to proceed with the financing of public improvements using the incremental increase in local property taxes generated within a tax increment area; (2) authorizing a local government to issue

County Comprehensive Plan Deadlines	2004	2005	2006	2007
Updates Due December 1: King, Clark, Jefferson, Clallam, Kitsap, Pierce, Snohomish, Thurston, and Whatcom	X			
Updates Due December 1: Island, Lewis, Mason, San Juan, Skagit, Skamania, and Cowlitz		X		
Updates Due December 1: Benton, Chelan, Douglas, Grant, Kittitas, Spokane, and Yakima			X	
Updates Due December 1: Adams, Asotin, Columbia, Ferry, Franklin, Garfield, Grays Harbor, Klickitat, Lincoln, Okanogan, Pacific, Pend Oreille, Stevens, Wahkiakum, Walla Walla, and Whitman				X

other grants or loans financing public facilities:

ESSB 6140 authorizes major metropolitan areas to form regional transportation investment districts to plan, fund, and build major regional transportation projects. It provides local authority to establish various taxes to finance regional transportation projects by a vote of the people.

SSH 2697 adds economic development and parks to the list of required elements of a growth management comprehensive plan, if state funding is

to the rural character of the area as defined in a county's comprehensive plan.

SB 5832 allows counties that have adopted a comprehensive plan and development regulations in compliance with the GMA to increase to nine the number of lots in short subdivisions within urban growth areas.

EHB 2623 increases the current threshold amount for what constitutes "substantial development" under the Shoreline Management Act from \$2,500 to \$5,000.

SHB 2758 establishes the agricultural conservation easements program in

non-recourse revenue bonds to finance revenue generating public improvements that are located within a tax increment area; and (3) repealing the community revitalization financing program's July 1, 2010, expiration date.

E2SHB 2671 creates the Office of Permit Assistance in the state Office of Financial Management and transfers the existing Permit Assistance Center's duties and power to this office.

SHB 2648 requires the Office of Financial Management (OFM) in its capital budget instructions to have capital budget applicants provide additional information related to growth management for proposed capital projects of more than \$5 million. Predesigns also need to be submitted. In addition, SHB 2648

requires OCD to assist OFM and capital budget applicants in collecting additional information.

ESHB 2866 prohibits hydraulic projects from being unreasonably conditioned. It limits the Washington Department of Fish and Wildlife's ability to issue or condition hydraulic permits for stormwater projects under certain circumstances. ESHB 2866 allows marine terminals in existence on June 6, 1996, or marine terminals that have received a hydraulic project approval for its initial construction to obtain, on request, a renewable five-year hydraulic project approval for regular maintenance activities of the marine terminal.

ESSB 5748 directs the Transportation Commission and the Transportation

Improvement Board to take land use goals into account when funding projects. It requires city transportation plans to also take those into account.

ESSB 6464 authorizes cities with a population of more than 300,000 to create a transportation authority to plan, build, and operate monorail transportation systems.

2SSB 5965 authorizes San Juan County to ask voters to approve an additional 0.5 percent real estate excise tax for the development of affordable housing.

HB 1196 allows Spokane County to modify the geographic boundaries of an existing parking and business improvement area. It limits the ability to modify the geographic boundaries of the parking and business improvement area to once a year.

Model code workshops



Participants take a break at the Lacey workshop on OCD's draft model code recommendations for critical areas ordinances. Workshops also were offered in Spokane, Wenatchee, and Lynnwood. More than 515 people from throughout the state attended.

OCD PHOTO / RITA R. ROBISON

Ports promote economic development planning



OCD PHOTO / RITA R. ROBISON

Ports offer a variety of economic development opportunities, such as building and operating marinas.

By Nick Handy
Executive Director, Port of Olympia

When most people think of ports, they envision docks and ocean-going freighters. However, Washington's 76 public port districts are more than docks. Ports are the only public agencies whose primary mission is to promote economic development.

Ports develop different economic development platforms to accomplish this mission, including building and operating marinas, airports, railroads, park and recreational facilities, industrial sites, and shipping terminals. They also promote tourism. Ports target and develop the platforms most appropriate for their communities to facilitate private investment and job creation and grow different sectors of the local economy.

Planning is critical to ensure effective economic development. In the early 1990s,

the Port of Olympia undertook an extensive comprehensive planning process. This process entailed numerous outreach meetings and focus groups, involving hundreds of citizens working on committees to provide input and direction.

As a result of this process, the port developed a comprehensive plan, which provides a blueprint for economic development activity and defines the port's mission:

The purpose of the Port of Olympia shall be to vigorously manage its assets to provide maximum benefits to the citizens of Thurston County. To do this, the port shall build relationships, facilities, and infrastructure that help the Thurston County economy grow, while it serves those who move products and people and accepts a role to improve Thurston County's recreational options and environment.

Economic development planning at the port is dynamic, involving on-going interaction with citizens, the business community, and other governmental jurisdictions. The port has adopted balanced economic objectives that focus on diversifying port platforms to serve a wide variety of economic sectors. These include the shipping terminal, Swantown Marina & Boatworks, the Olympia Regional Airport, and industrial and commercial property development. The port also forms community partnerships on environmental projects and community events.

Economic development planning at the Port of Olympia works because it seeks to promote economic opportunity for the Thurston County community in ways this community wants to grow.



**Washington State Office of
Community Development**
Growth Management Services

906 COLUMBIA STREET SW
PO BOX 48350
OLYMPIA, WA 98504-8350

PRSRT STD
U.S. Postage
Paid
Washington
State Dept. of
Printing